

## Implementation and delivery of COI recommendations

Quarterly report number 9

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### **OFFICIAL**

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### **About this report**

On 9 August 2022, in accordance with the *Commissions of Inquiry Order (No.1) 2022*, the Honourable Gerald Edward (Tony) Fitzgerald AC QC and the Honourable Alan Wilson QC provided their report on the *Commission of Inquiry relating to the Crime and Corruption Commission* (CCC) to the Queensland Premier and to the Attorney-General and Minister for Justice, Minister for Women and Minister for the Prevention of Domestic and Family Violence (the Minister). The report included 32 recommendations.

The Commission of Inquiry recommendations provide a five-year blueprint for the reform of the CCC. This program of reform will ensure the CCC remains independent, fair and impartial. We have committed to implementing the recommendations.

Where we could, we acted quickly. We have implemented some actions where we had sole responsibility. Many recommendations require more detailed planning, coordination with key stakeholders and additional resources. In December 2022, we received funding to commence planning and to manage the delivery of the Commission of Inquiry program of work. In the 2023-24 budget, the Government allocated \$20.849 million over four years to the CCC to develop and manage the program.

We recognise the significant public interest in the implementation and delivery of the Commission of Inquiry's recommendations. We publicly release quarterly progress reports and this report summarises progress since the release of the Commission of Inquiry report in August 2022.

This public report supplements the reports on the implementation and delivery of recommendations provided each month by the CCC to the Minister, Parliamentary Crime and Corruption Committee, and Parliamentary Crime and Corruption Commissioner (in accordance with Recommendations 31 and 32).



### Implementation of Recommendations 1 to 32

### Seconded police and their powers

Recommendation	Commentary
Recommendation 1	Completed
The use of seconded police officers by the Crime and Corruption Commission is appropriate and should continue (subject to recommendations below).	A future state model for the CCC Corruption Division has been approved and is being implemented. That model continues to utilise seconded police but is a predominantly civilian model with 30-40% of investigators to remain seconded police. Additional recommendations that address the skills, experience, capability, and composition of police officers seconded to the CCC are addressed in other recommendations with ongoing activity, none of which will address further change with respect to this recommendation.
Recommendation 2	Completed
Police officers who are seconded to the Crime and Corruption Commission retain their police powers as per section 174 and 255 of the <i>Crime and Corruption Act 2001</i> .	Amendments have been made to the <i>Crime and Corruption Act 2001</i> . The amendments did not impact on seconded police officers' retention of their police powers.



### Improved flexibility of police secondment arrangements

### Recommendation

### Recommendation 3

The current secondment arrangements between the Queensland Police Service and the Crime and Corruption Commission be amended to provide the Crime and Corruption Commission with adequate and appropriate flexibility over the mix of job positions, skills and experience within the 'Crime and Corruption Commission Police Group'.

### Commentary

### **Completed**

The CCC continues to review each position, and the requirements of each role, working to give effect to the recommendation.

The CCC has developed an approach to coordinate delivery of recommendations related to CCC-QPS seconded police administrative arrangements and the joint review process (Recommendations 3, 4, 5, 9, 10). In December 2024 and January 2025, the CCC and QPS respectively, endorsed a new QPS-CCC Memorandum of Understanding and Secondment Policy. These documents govern improvements to the recruitment and retention of suitable qualified police officers to the CCC, with greater flexibility and accountability.

### **Recommendation 4**

The Crime and Corruption Commission and the Queensland Police Service jointly review the mix of job positions, skills and experience within the Crime and Corruption Commission Police Group at least once every two years with a view to ensuring the composition of the Crime and Corruption Commission Police Group reflects the Crime and Corruption Commission's operational needs and priorities.

### **Completed**

Following the endorsement of a new QPS-CCC Memorandum of Understanding and QPS-CCC Secondment Policy, the Concept of Operations was published. It articulates the joint review criteria to be used to undertake the review of the Crime and Corruption Commission Police Group at least once every two years. Also see commentary in relation to Recommendation 3.

### **Recommendation 5**

The Memorandum of Understanding between the Crime and Corruption Commission and the Queensland Police Service be amended to reflect the need for the Crime and Corruption Commission to have adequate and appropriate flexibility over the mix of job positions, skills and experience within the Crime and Corruption Commission Police Group.

### Completed

In December 2024 and January 2025, the CCC and QPS respectively, endorsed a new QPS-CCC Memorandum of Understanding and Secondment Policy. These documents govern improvements to the recruitment and retention of suitably qualified police officers to the CCC, with greater flexibility and accountability.



### Review of the Crime and Corruption Commission's organisational culture

### Recommendation

### **Recommendation 6**

The adequacy of the Crime and Corruption Commission's current organisational culture in safeguarding against the risk of institutional capture form part of the external review planned by the Crime and Corruption Commission in response to Recommendation 4 of Report No. 108 of the Parliamentary Crime and Corruption Committee.

### Commentary

### Completed

This recommendation focused on the need to ensure that the CCC's organisational culture safeguarded against the risk of institutional capture. Several reforms have been implemented, and will continue to be built on an ongoing basis, which will work to guard against this risk.

A review of the Corruption Investigations function was completed in December 2023. Opportunities which were identified to improve this included ensuring that processes and policies support efficiency, compliance and consistency in decision-making, enhancing governance structures, and improving leadership capability.

This review is also supported by other structural changes, which are also embedded in the recommendations. Those include:

- 1. The increased civilianisation of the Corruption Investigations workforce
- The introduction of the Corruption Investigations Governance Committee, which is intended to encourage a diversity of views and perspectives to aid in effective decision-making and governance in relation to corruption investigations
- 3. An increased embedding of prevention within Corruption operational activities, to move away from a narrowly focused 'law enforcement' perspective
- Seeking advice from the Director of Public Prosecutions (DPP) prior to bringing criminal charges arising from a corruption investigation, to ensure external perspectives are considered in the highest-impact decisions

The review of organisational culture within the Corruption Division also identified several initiatives to build a culture which supports the strategic direction of the CCC. A key outcome for this financial year is focusing on strengthening leadership capability. This has included the establishment of a leadership forum for Executive Directors and Directors within the Corruption Division.

These reforms collectively will serve to guard against institutional capture.



### **Greater civilianisation of the Corruption Division**

### Recommendation

### **Recommendation 7**

The Crime and Corruption Commission transition to a predominantly civilianised model for its

Corruption Division and only retain the number of seconded police officers required at and below director-level to ensure there are effective and efficient corruption investigations.

### Commentary

### In progress - Due to be completed by 30 June 2026

The CCC has identified key factors relevant to determining the right composition of civilian and seconded Queensland Police Officers in the corruption investigation function. The CCC has approved a future state model that is predominantly civilian and leverages the skills and capabilities of seconded police officers. The CCC has determined that seconded police officers should comprise 30% of the corruption investigator cohort. This ratio will achieve a predominance of civilian investigators in the Corruption Division but will also provide for effective and efficient investigations. This will support the delivery of the Corruption Strategy with a focus on redesigning the way we work to support the successful transformation of the Corruption Division. The CCC is implementing the transition to the future state and expects this to be completed by June 2026.

See also commentary in relation to Recommendations 9 and 10.

### **Recommendation 8**

The Executive Director Corruption Operations be transitioned to a civilian position as soon as possible.

### Completed

The Executive Director Corruption Investigations commenced on 20 March 2023.

### **Recommendation 9**

With a view to implementing recommendation 7 over the next five years, the Crime and Corruption Commission and the Queensland Police Service jointly review each seconded police officer position within the Corruption Division at or before the conclusion of the secondment period for each of these positions.

### In progress - Due to be completed by 30 June 2026

To date, the CCC has transitioned four police positions to civilian investigator positions in the Corruption Division. Three more positions will transition before or no later than June 2026.

The CCC has developed a transition strategy to reach the civilianto-seconded police officer ratio and continues to review each police position in line with secondment end dates or natural attrition

The CCC are engaging with QPS as the future state is implemented.

See also commentary in relation to Recommendations 3 and 7.



### Recommendation

### **Commentary**

### **Recommendation 10**

The joint review process be documented in the existing Memorandum of Understanding between the Crime and Corruption Commission and the Queensland Police Service and include principles to guide the review process, including:

- a. the need for the Crime and Corruption Commission to increase its civilian investigator capability, and
- the benefits of retaining a proportion of seconded police officers in the division for the purpose of exercising policing powers and contributing to investigations where criminal investigation expertise is required.

### Completed

In December 2024 and January 2025, the CCC and QPS respectively, endorsed a new QPS-CCC Memorandum of Understanding and Secondment Policy. In March 2025, a new Concept of Operations was published. These documents govern improvements to the recruitment and retention of suitable qualified police officers to the CCC, with greater flexibility and accountability. Also see commentary in relation to Recommendations 3 and 7.



### **Equipping corruption investigators**

### Recommendation

### **Recommendation 11**

The Crime and Corruption Commission ensure investigators assigned to corruption matters are adequately and appropriately inducted on commencement at the Crime and Corruption Commission and are provided with ongoing training to equip them to investigate corruption effectively.

### Commentary

### Completed

A range of enhancements have been made to onboarding practices including implementation of revised attraction and selection processes and improved pre-employment communications to attract and retain best-fit candidates.

eLearning compliance modules, which reinforce the importance of accountability, governance and decision making are being redesigned to support new starters to better understand their role, responsibilities, and ways of working within the agency. These modules are being released incrementally once endorsed by subject matter experts and content owners.

New starters are further supported in joining the CCC through improved pre-employment communications, and in the early stages of employment through updated intranet resources and division-specific induction guides.

Resources to support managers to provide a consistent and comprehensive onboarding experiences at the local business unit level have been revised and are being distributed prior to new starter commencements. Additional conversation guides continue to be developed and distributed to hiring managers for piloting. Use of these resources will be monitored as new starters commence.

Evaluation data indicates high satisfaction with the induction process and regular monitoring will occur to identify opportunities to further enhance the induction experience.

Onboarding is recognised as an integral part of a new starter's experience and this function will continue to be monitored and enhanced as business as usual.

### **Recommendation 12**

A dedicated position — a Training and Development Officer — be created by the Crime and Corruption Commission to coordinate enhanced induction and ongoing training activities.

### Completed

The Human Capital Capability Director commenced in October 2022, and the Principal Learning Consultant commenced in February 2023.



Commentary

### Recommendation

### **Recommendation 13**

The Crime and Corruption Commission devise and implement a Training Strategy and Plan to enhance the skills of all investigators assigned to corruption investigations which includes, where necessary, external training.

### **Completed**

A Corruption Investigator Capability Framework consists of three domains being, "Strategic Corruption Risks" which are relevant to the CCC environment, "Professional / Technical" which leverages the Australian Government Investigation Standards (AGIS) and "1CCC Critical Skills" which is aligned with the CCC's Strategic Plan and Workforce Strategy. The Framework also provides a structure and process to develop similar products for other roles and units in the CCC.

A range of assessment processes aligned to the framework have been developed to assist with the identification of learning priorities for the workforce.

1CCC Critical Skills descriptors have been developed and related learning solutions have been sourced, delivered, piloted and evaluated. These programs now form a suite of ongoing professional development.

The CCC continues to participate in discussions being undertaken nationally through the cross- jurisdictional corruption capability community of practice. The National Anti-Corruption Commission (NACC) has recently commenced an initiative to develop a National Anti-Corruption Integrity Investigator course.

The delivery of training in accordance with the Corruption Investigator Capability Framework continues as a business-as-usual activity.

### **Recommendation 14**

The Queensland Government adequately resource the Crime and Corruption Commission to implement the Training Strategy and Plan and to employ a Training and Development Officer on a permanent basis.

### Completed

The CCC received funding for the Training and Development officer in the 2023-24 Budget to deliver a comprehensive response to the recommendations for which the CCC is responsible.



### Building the corruption prevention and policy capability

### **Recommendation 15**

Recommendation

into two separate units — Corruption Legal; and unit be led by an Executive Director.

### Completed

**Commentary** 

The current Corruption Strategy, Prevention The structural separation of the Corruption Legal and Strategy and Legal unit of the Corruption Division be split and Prevention business units occurred in August 2022. The Executive Director Corruption Legal commenced in February Corruption Strategy and Prevention — and each 2023. The Executive Director Corruption Strategy and Prevention commenced in February 2023.

### **Recommendation 16**

The new Corruption Strategy and Prevention unit is to ensure a corruption prevention and policy perspective informs all corruption investigations.

### In progress - Due to be completed by 30 June 2025

The CCC has established a new Corruption Prevention and Engagement unit to enable the CCC to enhance and embed a corruption prevention and policy focus for all units of public administration. This will better support the public sector to identify, respond to, and prevent, corruption.

The future state operating model and proposed service delivery models for the new Corruption Prevention and Engagement Unit are being considered in alignment with the delivery of a new operating model for the Corruption Division. A detailed implementation plan is in development which will inform the roll out of the Corruption Prevention and Engagement Unit's new and enhanced services in the 24/25 financial year.

This new operating model and approach to corruption prevention, will be supported by the implementation of a trauma-informed approach. The CCC, commencing with the Corruption Division, will be implementing a trauma-informed service into its operating models over a three-year period. A trauma-informed service acknowledges that people using the services and people working in the service, may have been exposed to, or have a direct experience of, trauma. The service will not treat trauma but will ensure that all interactions with the CCC will be managed in a manner that minimises retraumatisation. This will be undertaken in alignment with the Queensland Trauma Strategy.

The implementation is focusing on the development of a CCC trauma-informed approach which supports commission officers to realise that trauma exists in our community, recognise the impact that trauma may have on others, and to have mechanisms in place to respond in a manner that supports recovery while minimising further harm. Trauma-informed awareness training will be a priority to support commission officers to increase their capability and competency to interact with individuals with complex personal circumstances.

To further support corruption prevention and policy perspectives across all components of corruption investigations, necessary data and information has been defined to inform all corruption investigations and supports delivery of the Corruption function. These data requirements are documented in a Data and Insights Plan that identifies the key knowledge needs and required initiatives to fill those knowledge needs.

The development of a new operating model for the Corruption Division has progressed, with key inputs into the model undergoing internal consultation and refinement. Work



### Recommendation Commentary continues in developing the model with a scheduled implementation in late 2024. The CCC is undertaking a program of work to improve data capture and knowledge about the outcomes of corruption allegations investigated by UPAs. A process has been developed that consolidates information provided in its current form, as well as a project that involves collaborating with a UPA to develop a Proof of Concept to automate the exchange of corruption outcomes data. A technical solution has been developed and engagement with the partner agency is ongoing to ensure the successful delivery of the project. This dataset will build over time and significantly improve our understanding of the prevalence of corruption in the public sector and inform the delivery of prevention initiatives. Work has progressed improving stakeholder engagement and communication practices through the implementation of a Stakeholder Engagement Strategy and Communication Governance Framework. The CCC is currently trialling an approach for thematic monitoring that assesses themes or patterns across a class of complaints, how effectively a UPA has dealt with the complaint, and to support the identification of prevention opportunities. Expanding the scale of our monitoring activity supports greater understanding of the corruption risk landscape, insights into corruption trends, and enables us to empower the Queensland public sector to detect, prevent and respond to corruption. The CCC continues to engage with the partner agency. Completion of the trial is expected in mid-2025. All corruption functions will be supported by a supplemented analytics capability. The CCC received funding in the 2023-24 budget process to enhance this capability and grow its data holdings. This allows the CCC to deliver data insights for informing complaint assessments and investigation decisions, as well as to inform the public sector about corruption risks and prevention. **Recommendation 17** Completed The Executive Director of the Corruption The Executive Director, Corruption Strategy and Prevention Strategy and Prevention unit have the commenced in February 2023. appropriate skills and experience to deliver the functions of the new unit including proven experience or expertise in the public sector, particularly in public administration and integrity. **Recommendation 18** Completed The Queensland Government adequately The CCC's response to the COI recommendations recognises the resource the Crime and Corruption Commission need for greater access to high-quality information and to to establish the new Corruption Strategy and enhance its corruption prevention and policy capability.



Prevention unit.

The CCC received funding in the 2023-24 budget to resource the

Corruption Strategy and Prevention function.

### **Enhanced operational oversight of corruption investigations**

### Recommendation

### **Recommendation 19**

an executive director-level governance group within the Corruption Division to oversee corruption investigations. The governance group will report to the Executive Leadership Team, be chaired by the Senior Executive Officer (Corruption) and include (at a minimum) the executive directors of the four business units of the Corruption Division.

### **Recommendation 20**

The Crime and Corruption Commission enhance the role of the current director-level governance group within the Corruption Division in overseeing corruption investigations and ensure it reports to the executive directorlevel governance group.

### Commentary

### Completed

The Crime and Corruption Commission establish The Corruption Investigations Governance Committee (CIGC), which is the executive director-level governance group established to bring together diverse views to consider issues and oversee corruption investigations, first met on 10 October 2022. The CIGC meets monthly.

> A review of the CIGC, which enacts a recommendation made in the review of the Corruption Investigation function (see CCC response to recommendation 6), has been finalised. The updated CIGC charter was implemented in May 2024.

### Completed

The Corruption Investigations and Prevention Group (CIPG), the director-level governance group established to bring together diverse views to consider issues and oversee corruption investigations, first met on 20 October 2022.

Through the work that is underway to design a new policy and prevention function for Corruption Prevention and Engagement, several opportunities to improve the effectiveness of the CIPG were identified. In July 2024, the CIPG transitioned to the Corruption Prevention Group (CPG) and held its first meeting. Future meetings will occur quarterly. The CPG will have a broader focus on embedding a prevention and policy approach across the Division by integrating diverse perspectives and the sharing of strategic insights and data to inform continuous improvement of operational activity.



### Improved quality of, and compliance with, policies and procedures

Recommendation	Commentary
Recommendation 21	In progress
The Crime and Corruption Commission continue to review and improve its operational policies and procedures to ensure they are clear, concise, consistent, and easy to understand.	The CCC continues to review operational policies and procedures in response to legislative or operational changes, or according to the established review schedule.
	The recent passage of the <i>Crime and Corruption Amendment Act</i> 2024 has introduced significant changes to parts of the <i>Crime and Corruption Act</i> . Those include requiring Corruption matters to be considered by the Director of Public Prosecutions (DPP) before charges can be brought, as well as reconciliation of powers and privileges between Crime and Corruption investigations. Those changes will necessitate amendments to operational policies.
	Changes to the Operations Manual to ensure clarity, consistency and ease of understanding are progressing. Three chapters are currently under review, to apply these changes across those policies.
	A revised plan for finalising delivery of the review is being settled. This includes adopting those changes into regularly scheduled reviews, which will further advance this project.
Recommendation 22	Completed
A dedicated position — a Policy and Procedure Officer — be created by the Crime and Corruption Commission to centralise, coordinate, and implement the continued review and improvement of the Crime and Corruption Commission's operational policies and procedures.	The Director Policy, Risk and Compliance commenced in March 2023.
Recommendation 23	Completed
The Queensland Government adequately resource the Crime and Corruption Commission to employ a Policy and Procedure Officer on a permanent basis.	See update under Recommendation 22.



### **Ensuring post-prosecution reviews**

Recommendation	Commentary
Recommendation 24	In progress
The Crime and Corruption Commission work with the Director of Public Prosecutions to develop a process for conducting post-prosecution reviews.	



### Advice about potential charges arising from corruption investigations

### Recommendation

### **Recommendation 25**

The *Crime and Corruption Act 2001* be amended as necessary to give effect to the following changes:

- a. Other than in exceptional circumstances, before a charge is laid by a seconded police officer during, or following, a corruption investigation, the Crime and Corruption Commission must seek the opinion of the Director of Public Prosecutions concerning whether a charge may properly be brought having regard to the two-tier test in the Director's Guidelines.
- b. Notwithstanding any other law or any other provision of the Crime and Corruption Act 2001, if the Director of Public Prosecutions advises that a charge should not be brought, the seconded police officer must not charge contrary to that advice.
- c. If the Director of Public Prosecutions advises a charge may properly be brought and a decision is made by the seconded police officer not to charge, the Crime and Corruption Commission must report to the Parliamentary Crime and Corruption Committee and the Parliamentary Crime and Corruption Commissioner about the decision made.
- d. If, because of exceptional circumstances, charges are laid without the Director of Public Prosecutions having first provided its opinion on whether charges may properly be brought, the Crime and Corruption Commission must, as soon as reasonably practicable, report to the Director of Public Prosecutions in relation to the charge laid and obtain the Director of Public Prosecutions' opinion about the soundness of the decision to charge.

### **Recommendation 26**

The Crime and Corruption Commission and the Director of Public Prosecutions develop a Memorandum of Understanding outlining the practices and procedures for the referral of matters and the provision of advice, including timeframe.

### **Commentary**

### **Completed**

Consultation was undertaken with representatives from the Department of Justice and Attorney General regarding implementation of recommendation 25 and drafting a Bill to give effect to recommendations 2 and 25, and further legislative amendments relating to the CC Act arising from other inquiries and reviews.

The Bill was introduced in early 2024 and was reviewed by the Community Safety and Legal Affairs Committee. This Bill was passed with minor amendments by the Queensland Parliament on 20 August 2024. The major amendments will commence on a date to be fixed in 2025.

### **Completed**

The final MoU was signed by the Chairperson of the Crime and Corruption Commission on 25 July 2023. The MoU was signed by the Director of Public Prosecutions on 1 August 2023.



### Recommendation

### Commentary

### **Recommendation 27**

## The Crime and Corruption Commission report to the Minister regarding the arrangement for the provision of advice by the Director of Public Prosecutions to the Crime and Corruption Commission, and about the effectiveness and utility of the Memorandum of Understanding, including timeframes and timeliness of the advice provided by the Director of Public Prosecutions.

### Completed

Reporting on the effectiveness of the MoU is the sole responsibility of the CCC and is prescribed in the *Crime and Corruption and Other Legislation Amendment Bill 2024*.

The Bill was reviewed by the Community Safety and Legal Affairs Committee and was passed with minor amendments by the Queensland Parliament on 20 August 2024. The major amendments will commence on a date to be fixed in 2025. A formal review has been undertaken internally in relation to the DPP MoU and the *Crime and Corruption and Other Legislation Amendment Bill 2024.* The review confirmed that the MoU remains compliant with the statute.

### **Recommendation 28**

## The Crime and Corruption Commission report to the Parliamentary Crime and Corruption Committee and the Parliamentary Crime and Corruption Commissioner on the effectiveness and utility of the Memorandum of Understanding, including timeframes and timeliness of the advice provided by the Director of Public Prosecutions.

### **Completed**

Reporting on the effectiveness of the MoU is the sole responsibility of the CCC and is prescribed in the *Crime and Corruption and Other Legislation Amendment Bill 2024*.

The Bill was reviewed by the Community Safety and Legal Affairs Committee and was passed with minor amendments by the Queensland Parliament on 20 August 2024. The major amendments will commence on a date to be fixed in 2025. A formal review has been undertaken internally in relation to the DPP MoU and the *Crime and Corruption and Other Legislation Amendment Bill 2024.* The review confirmed that the MoU remains compliant with the statute.

### **Recommendation 29**

# The Parliamentary Crime and Corruption Committee, as part of its next five-yearly review of the activities of the Crime and Corruption Commission under section 292 of the *Crime and Corruption Act 2001*, review the arrangement for the provision of advice by the Director of Public Prosecutions to the Crime and Corruption Commission, and examine the effectiveness and utility of the Memorandum of Understanding — thereafter, the Parliamentary Crime and Corruption Committee continue to monitor the arrangement as part of its future five-yearly reviews.

### Noted but not yet commenced

### **Recommendation 30**

### The Queensland Government provide adequate additional resources to the Director of Public Prosecutions to enable it to provide its advice to the Crime and Corruption Commission in a timely manner.

### Responsibility does not lie with the CCC



### Monitoring

Recommendation	Commentary
Recommendation 31  The Crime and Corruption Commission must report regularly and progressively to the Minister about the implementation and delivery of the recommendations.	In progress  Reports have been provided to the Minister, commencing in September 2022.
Recommendation 32	In progress
The Crime and Corruption Commission must report regularly and progressively to the Parliamentary Crime and Corruption Committee and the Parliamentary Crime and Corruption Commissioner about the implementation and delivery of the recommendations.	





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